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# INTERIM REPORT

## OF THE

# NATIONAL EMPLOYMENT COMMISSION

1st June, 1936, to 30th June, 1937



OTTAWA  
J. O. PATENAUME, I.S.O.  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1937

Price, 25 cents



NATIONAL EMPLOYMENT COMMISSION  
OTTAWA

WITH THE COMPLIMENTS  
OF  
NATIONAL EMPLOYMENT COMMISSION



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## NATIONAL EMPLOYMENT COMMISSION

THE ANNUAL REPORT FOR THE NATIONAL EMPLOYMENT COMMISSION FOR THE FIRST YEAR, WHICH COMMENCED IN JUNE, 1936.

# INTERIM REPORT

OF THE

## NATIONAL EMPLOYMENT COMMISSION

The National Employment Commission was established in 1936 to help develop a national employment policy and to assist the government in its efforts to combat unemployment. It is a non-partisan body, and its members are appointed by the government. The Commission's work is to advise the government on employment problems, to help develop a national employment policy, and to assist the government in its efforts to combat unemployment.

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1937

OFFICE OF THE CHAIRMAN

NATIONAL EMPLOYMENT COMMISSION

OTTAWA, 21st July, 1937.

The Honourable NORMAN McL. ROGERS, P.C., M.P.,  
Minister of Labour,  
Ottawa.

SIR,—As Chairman of the National Employment Commission, I have the honour to transmit an interim report unanimously approved by the Commission on the 15th of July, outlining its activities during a period of thirteen months, from the date of its inception to the 30th of June, 1937.

The report is divided into two parts, the first dealing with the Commission's powers, studies and recommendations, the second with its personnel, organization, expenses, etc., and containing a summary of its recommendations.

Yours faithfully,

(Sgd.) ARTHUR B. PURVIS,  
*Chairman.*

## PREFACE

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This interim report submitted by the National Employment Commission is the first official report since its appointment in May, 1936.

It deals essentially with those matters which, in the opinion of the Commission, represent the more urgent phases of the problems with which it was charged.

The Commission, both in the conduct of its studies and in the formulation of its recommendations, has endeavoured to keep within the existing provisions of the British North America Act.

It recognizes, however, that questions of jurisdiction as between the Dominion and the Provinces may arise in the carrying out of its recommendations, particularly as most of its proposals were formulated prior to the Privy Council decisions handed down on January 28th, 1937, and that action recommended to the Dominion Government may in some cases therefore be found to be beyond its powers.

In the handling of the employment and Aid problems, it is vital that policies should be co-ordinated on fundamentally sound lines. The Commission therefore urges that all governmental bodies should immediately co-operate to overcome such difficulties of jurisdiction as may be found to exist.

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# NATIONAL EMPLOYMENT COMMISSION

## INTERIM REPORT

Under the National Employment Commission Act, 1936, the National Employment Commission was appointed by Order in Council on May 13, 1936. The duties assigned to it—all of them advisory except where otherwise decided upon by the Minister of Labour—fall into five main categories:—

- I. Securing data in order to determine the nature and extent of the problem;
- II. Formulation of recommendations regarding practical measures for increasing employment;
- III. Formulation of recommendations regarding practical measures for ensuring efficiency and economy in the administration of Aid;
- IV. Formulation of recommendations for the setting up of machinery to carry out Commission policies approved by the government;
- V. Formulation of long-range plans of national development for the purpose of ameliorating the effects of future depressions.

Machinery was also set up under the Act to ensure special consideration of the problems involved in so far as they apply to women and to youth, and additionally the Commission was required to co-operate with the Veterans' Assistance Commission.

It is intended in this interim report (which covers Commission activities during approximately the first year of its practical existence, i.e., to June 30, 1937), to summarize progress made in connection with the first four sections of the duties outlined above, and to indicate the direction, from the National Employment Commission viewpoint, which policies should take at this time. Long-range policies to be dealt with under Section V will be left for a report to be formulated later.

It should be noted first that in deciding upon the general direction of its investigations, the National Employment Commission accepted a certain background for its considerations. Its attack will be better appreciated if this background be kept in mind.

The economic depression which started in 1929-1930, like all depressions, involved a sharp decline in national income, associated with idle means of production—whether of equipment or, more important, of labour. It expressed itself initially, in so far as Canada was concerned, in extraordinary contractions of

Exports of merchandise;  
Imports of capital; and  
Imports of merchandise.

Various stages usual to depressions (of which this, because of the dislocation resulting from a world-wide war and from mistaken post war policies, was the worst of recent times as regards both severity and length) had been passed before the National Employment Commission came into being. In fact, the stage was in considerable measure already set for recovery since

Stocks of consumers' goods and raw materials had fallen to normal, or were well on the way to becoming normal;

Community savings had again accumulated and capital was beginning to press for investment;

Banking policy had resulted in low interest rates;

Abandonment of the gold standard had put the Canadian dollar on a more or less comparable basis with that of its competitors in the production of goods for export;

An increase in the price of gold and the discovery of new gold mining areas was proving a stimulus almost equivalent to that provided by an entirely new industry;

An accumulation of obsolescence in plant and equipment was becoming increasingly evident.

One of the main effects of these readjustments had been the achievement of important progress in the realignment of prices for primary and secondary products by the more desirable course of increases in prices for the former, and the resultant rise in values of exports from Canada was already tending to enlarge the national income and to encourage fresh importations of capital.

Added to this there was every indication of a continuance of cheap money, coupled with the introduction of measures looking towards greater freedom of trade—the latter a particularly important factor at this stage.

It was recognized by the National Employment Commission that further recovery would be largely dependent upon the degree to which:—

- (a) Additional investment of private capital could be stimulated, whether to take up accumulated obsolescence in plant or equipment of old industries or to make ventures in fresh fields, and
- (b) Additional stimulation could be given to public consumption.

It was also recognized that in the achievement of these objectives it would be desirable to ensure as large a measure as possible of governmental co-operation with industry in order to avoid any further postponement of necessary investment, and to direct efforts towards bringing costs for secondary products into line with the selling prices which could be obtained for export products.

Against this background, we proceed to chronicle the work and recommendations of the National Employment Commission.

## I. SECURING DATA IN ORDER TO DETERMINE THE NATURE AND EXTENT OF THE PROBLEM

Recognizing the very complex nature of the problem involved, the Commission's efforts under this section of its work have been predicated upon the demonstrated necessity of reversing the tendencies of recent years by breaking the problem down into all its component parts: this in order that remedial or alleviative measures can be undertaken appropriate to each particular type of distress in question. Considerable difficulties have been met in this phase of the work, easy to understand when it is borne in mind that in the relief registration alone the co-operation of officials in all the Provinces and in over 1,800 local administrative units has been required. Much valuable data is now however becoming available, and it should gradually be possible to achieve a satisfactory running record of the facts underlying the situation, which record will become increasingly accurate as time goes on. In this connection it must be borne in mind that even in improved times it will be necessary to maintain a reliable record of all types of distressed persons to the assistance of whom the Dominion, the Provinces and the Municipalities contribute, if overlapping is to be avoided and the unintentional demoralization of individuals minimized.

### A. REGISTRATION OF THOSE ON RELIEF

The national registration and classification of persons on relief to whose support the Dominion contributed, which the Commission was required to carry out under the provisions of the Act, was inaugurated for September, 1936. Returns available bring out the following picture as at March, 1937, the latest month for which an accurate breakdown of the statistics is as yet available:

#### *Employable Persons in Receipt of Material Aid*

These totalled in March, 1937, slightly under 260,000 men and women for the whole Dominion, made up of heads of families and their employable dependents over 16 years of age, and individual persons. (Two-thirds of these were in cities with a population of 25,000 and over). Based on preliminary Provincial telegraphic reports to the Dominion Commissioner of Unemployment Relief of the total number (including non-workers) receiving Aid to which the Dominion contributed, the equivalent figure for June, 1937, is estimated at something below 200,000.

This is the essence of the current employment problem, in so far as those in receipt of relief are concerned, in that it gives the outside figure of those on relief who are really in the labour market and, to the extent that this group is placed, the problem of their non-working dependents automatically disappears. Even here, however, certain deductions are necessary.

First: It must be borne in mind that this group includes not only those who previously were employed as wage-earners, but also those who were working "on their own" in such occupations as fishing, hunting, trapping, shop-keeping, etc., most of whom are naturally not available for employment in the sense of wage-earning because of geographical location, lack of appropriate work-experience, etc.

Second: There is reason to believe that an important number of persons of doubtful employability (for reasons of physical, mental or social handicap), is still included in these totals, especially in the large urban centres. As registration records become more precise the situation in this respect will become clearer.

#### *Farm Resident Operators and Their Dependents in Receipt of Agricultural Aid*

These totalled in March, 1937, just under 70,000 heads of families and individual cases, who with their dependents represented (at 331,000) approximately 28 per cent of all those receiving so-called "Unemployment Relief" to which the Dominion contributed at that date. These relief recipients are in no ordinary sense of the word "unemployed," but were in the position of awaiting the return of normal crop and crop selling price conditions. Bearing in mind the still further extent to which the 1937 prairie drought conditions will affect this situation (the registration indicates that even in March, 1937, 73 per cent of those receiving agricultural Aid were in the Prairie Provinces and over two-thirds of this 73 per cent were in the recognized drought districts), it becomes increasingly evident that the problem here is one of subsistence allowances pending normal crop conditions, and/or re-settlement,—this as distinct from re-employment. As rehabilitation measures to meet these conditions are now handled by the Department of Agriculture, it is evident that those in this section should be dealt with on a different basis and eliminated from unemployment records, since the problem of aiding them has no direct bearing on the problem of re-employment. The separation of the two problems would bring about a better understanding of the underlying facts and therefore accelerate measures for taking care of the kinds of distress which are actually involved.

*Unemployables or Persons of Doubtful Employability and Non-Working Dependents in Receipt of Material Aid*

In March, 1937, unemployables and those of doubtful employability were reported as numbering 58,261 and non-worker type dependents 560,402, making a further total of 618,663 not available for employment in any ordinary sense of the word.

It will be seen, therefore, that out of a grand total of 1,208,902 persons of all ages receiving Aid to which the Dominion contributed in March, 1937, 260,000 was an outside figure for those, properly speaking, in the labour market. And while no comparable figures of those actually in the labour market are as yet available from the National Employment Commission registration for the months subsequent to March, 1937, out of the preliminary grand total estimate of 932,000 receiving Aid to which the Dominion contributed, as furnished by the Dominion Commissioner of Unemployment Relief for June, 1937, it is anticipated that later returns, when information available permits of accurate analysis, will show the equivalent June figure to be below 200,000.

The grand total preliminary estimate for June, 1937, at 932,000 compared with the final figure for June, 1936, at 1,071,000, and with a depression peak in April, 1933, of 1,572,000.

Arrangements are being made for a continued national registration of Aid recipients to take place in September, 1937, and advantage is being taken of the experience gained from the September, 1936, registration to make improvements in the breakdown achieved.

*Veterans in Receipt of Aid*

At the request of the Veterans' Assistance Commission, information was asked for on the registration form in respect to heads of families and individuals who had had war service, and further information as to the number of these in receipt of pensions: the data, so secured, was subsequently transmitted to that commission.

**B. EMPLOYERS' QUESTIONNAIRE**

In order to obtain a basis for co-operative measures with industry in the handling of employment problems, the National Employment Commission, with the assistance of the Dominion Bureau of Statistics, obtained from individual employers in the group used by the Bureau to compile its monthly employment index (covering, it is estimated, around half of all wage-earners), answers to a questionnaire covering the following main subjects:—

Employment comparisons in relation to those obtaining in 1929 and 1933, and the causes of changes;

The degree of seasonality in employment;

Present practices in regard to weekly working schedules and their relation to schedules in force in 1929;

Hiring practices, with particular reference to prescribed maximum age of entry and retirement age; methods of hiring, especially as regards use of the Provincial Employment Services; apprenticeship systems, etc.;

The extent to which employee relations plans have been adopted, e.g., sick leave with pay; holidays with pay; pension plans; housing assistance; group insurance; stock subscription plans; savings plans, etc.;

Amounts spent on plant modernization since 1929 and present requirements therefor.

Tables carrying information under these heads have now been almost completed and will provide an excellent background for employer contacts.

The value of the information obtained is so evident that it is proposed to conduct a similar canvass of the same group of employers again this autumn in order to give comparative returns and to clear up certain phases of employment conditions which were not obtainable from the answers to the original questionnaire.

### C. TAXATION

The Commission realized that taxation policy of necessity has a considerable bearing on employment conditions, and that, for instance, some consideration might well be given to utilizing taxation incidence as a means of accelerating the rate at which obsolescence, acknowledged as already existent to an important degree in the national productive plant and equipment, is met by renovation and re-building. With such thoughts in mind the Commission was successful, through private financial co-operation, in securing the opportunity of utilizing in due course an objective analysis of taxation conditions which is being prepared by an independent body. The study will be available in the near future. Pending examination of the results thereof no definite recommendations have been made by the Commission other than to call to the attention of the government the economies that might be achieved in relief expenditures by any remission of taxation which would tend to make it pay industry to catch up on the backlog of necessary renovation work.

It is realized also that the study will probably throw light on the extent to which taxation practices now in force are tending to hold back the normal functioning of real estate activities in the country's economy.

### D. OTHER STUDIES

The co-operation of the Provinces and their Municipalities in securing breakdowns of estimated costs for the different kinds of Aid, Assistance and Relief afforded; of the Canadian Welfare Council in securing a compilation of relative schedules used as standards for relief in communities and areas covering approximately 80 per cent of those in receipt of Aid throughout the Dominion; of the Dominion Bureau of Statistics and other government departments, as also of labour and employer organizations, in collecting much other useful data, was obtained.

## II. FORMULATION OF RECOMMENDATIONS REGARDING PRACTICAL MEASURES FOR INCREASING EMPLOYMENT

A great many proposals were filed with the National Employment Commission calling for government entry into the production field and/or the bonusing of private industry. Recognizing that employment was on the up-grade and realizing the necessity of avoiding action which would tend to check the natural improvement in process by putting an unnecessary drain on the country's financial resources, the National Employment Commission's policy has been opposed to such proposals.

However, examination showed that there were two fields in particular in which prompt action was most desirable:—

1. In the construction industry where employment was still at an abnormally low level and where the recovery was lagging badly all over the country in relation to that experienced in other industries;
2. In agriculture where, owing to low prices in previous years for farm products, and also to drought conditions, many farmers had for some time found themselves unable to continue to employ winter help.

While on the other hand, large bodies of unemployed homeless persons were crowding into the cities (particularly in the Western Provinces) and proving fruitful ground for destructive and demoralizing propaganda.

#### A. PLANS TO MEET IMMEDIATE NEEDS

*Home Improvement Plan.*

*Farm Improvement and Employment Plan.*

The National Employment Commission decided these conditions justified some departure from its general policy and as a result recommended to the government a Home Improvement Plan to meet the first, and a Farm Improvement and Employment Plan to meet the second, situation. The principle behind the first plan was a limited government guarantee to lending institutions where small loans for home repair and improvement work were made under terms laid down by the government. The principle behind the second plan was a grant during the winter months of a small monthly bonus to farmers to help in the boarding of employees, and the payment to suitable persons desiring to work on such farms of a small monthly wage, about equivalent to that prevailing in the area in question for winter work, which payment, added to what was received in the form of board and lodging, permitted of reasonable living conditions in home surroundings.

In the case of the Home Improvement Plan a model was provided by a similar plan successfully applied in the United States some two years previously, and this was adapted to Canadian conditions. In the case of the Farm Improvement and Employment Plan some experience had been obtained as a result of similar farm placement plans in previous years, and an extended measure was developed, with such changes in terms as that experience denoted would be wise.

Through the co-operation of the banks and of industry in providing a large promotion campaign fund, the Home Improvement Plan was launched by the National Employment Commission in the autumn of 1936 with approval of the government, and prior to the enactment of the Home Improvement Loan Guarantee Act 1937. In this effort the Commission has been greatly assisted by groups of community-minded citizens who have voluntarily given their services to act on local, district and Provincial committees throughout the Dominion, these committees having been formed to spread special knowledge of the plan and assist prospective borrowers in obtaining loans. Up to June 30, 1937, 18,103 loans for a total value of \$6,843,099 had been granted, but much more important, these loans and the publicity attending the plan had stimulated a very much larger body of expenditures by those who had resources available or could obtain bank loans without their coming under the Dominion Government guarantee, with the result that employment of building trades workers has been greatly stimulated. This is illustrated by the fact that unemployment in trade unions in the building trades fell from 40.5 per cent in June, 1936, to 24.6 per cent in June, 1937. It has been difficult to obtain statistics of the extent of dollar expenditures made other than by guaranteed loans, but, based on the United States experience and on Canadian indications, the probability is that about four dollars has been spent for each dollar of guaranteed loans. In some cities it is understood the ratio has been as high as seven dollars to one. Additionally, a much needed renovation of the homes of the people of Canada is being achieved, and a stimulation to employment in the industries manufacturing and distributing building supplies, furnishings, etc., is being provided.

It is anticipated from United States experience, and from the Canadian experience so far available, that the cost to the government of the guarantee

afforded will be, relatively speaking, negligible: this applies equally to expenses of administration, in that the more expensive promotion work is being carried out by funds supplied by industry.

As a result of a series of conferences with Provincial authorities, whose co-operation was in general most helpful, agreements were entered into under the Farm Improvement and Employment Plan with the Provinces of Alberta, British Columbia, Manitoba, New Brunswick, Prince Edward Island, Quebec and Saskatchewan, and the plan was launched in time to bring excellent results during the winter months. Placements rose to a total of 46,961 (consisting of 8,355 women and 38,606 men) during the early months of the year, as against a maximum total under previous placement plans of about 16,000.

Discussions with Provincial authorities in connection with the Farm Improvement and Employment Plan having shown that in some Provinces farm work proved an unsuitable medium for achieving the object in mind, the Dominion Government accepted the further recommendation of the National Employment Commission that Supplementary Plans should be worked out with these Provinces covering forest clearing, tourist road work, etc., i.e., work in connection with primary industries (the tourist industry being classed as a primary industry for this purpose). Under these Supplementary Plans, a total of some 6,800 persons were placed on projects at or about the prevailing rates of pay for similar work in the localities in question.

In the cases of the Farm Improvement and Employment Plan and of the Supplementary Plans worked out in connection with this policy, the Dominion and the Provinces co-operated financially on a basis of equal contribution to expenses other than those of administration, the cost of the latter resting with the Provinces.

A preliminary estimate of the total cost to the Dominion Government in connection with the Farm Improvement and Employment Plan and Supplementary Plans is approximately \$3,000,000.

## B. HOUSING CONSTRUCTION

The Commission recognized the desirability of a rounding out of governmental housing policy, particularly as regards accommodation for those unable themselves to afford an economic rent—often associated with slum clearance. Action in this field was considered necessary both from the viewpoint of eliminating a social sore all too prevalent, especially in the larger cities, and because of its effect in stimulating employment in the construction field. This employment stimulus the Commission considered would be felt directly, and also indirectly through the impetus that would be given to the Home Improvement Plan and to the Dominion Housing Act. (The Dominion Housing Act in practice has supplied the needs of those able to own their own homes and legislation already existed in regard thereto prior to the Commission's formation.)

After making a study of methods used to meet the low rental housing problem in other countries, the Commission recommended an experimental plan based on co-operation of the Dominion, the Provinces and the Municipalities involved. The plan provided for assistance to housing corporations, whether of a private or public nature, subject to Governmental restrictions on the type of accommodation provided; to proper zoning provisions, and to the setting up of a rent-reduction fund in order to ensure that rents could be adjusted to the abilities of tenants to pay without endangering the financial soundness of the corporations or offering unfair competition to private enterprise. The Dominion and, to a certain extent, the Provincial contributions have been recommended in the form of direct subsidies, or alternatively, of loans at less than commercial rates, leaving the Municipal contributions largely in the form of direct monthly payments roughly equivalent to, but not in the form of, tax remissions; this in

the recognition that most Municipalities within whose jurisdiction action is desirable have not the financial background at this time which permits of, or justifies, their making large direct subsidy contributions. In making this recommendation the Commission was influenced by the fact that Canadian governmental bodies had expended some \$14,000,000 in 1936 to rent accommodation for relief recipients, and that in many instances such accommodation was unsanitary and unsuitable in the extreme. The Commission feels that such a situation should not be allowed to continue in that it breeds conditions tending to increase unemployment by decreasing the employability of numbers of workers, thus making it harder for them to secure employment.

The plan recommended by the Commission was put before the Minister some time after the opening of the Parliamentary session of 1937, and it is understood action thereon has been held over. As the government stated on September 10, 1936, that it accepted certain general principles laid down by the Commission to govern its intended attack on this important branch of the housing problem, it is hoped that action may shortly prove possible.

In connection with the stimulation of medium priced house construction for home owners (Dominion Housing Act 1935), the Commission recommended that every practicable means be taken to liberalize the regulations under which the Act is worked in order to encourage its more widespread application and to accelerate the employment features inherent therein.

### C. PLANS TO INCREASE EMPLOYABILITY

As its work progressed in the autumn of 1936, the Commission became more and more aware of the necessity for action along the line of increasing the degree of employability of those receiving unemployment Aid. It was evident this had a peculiar application to the youth section of the population, since many young people had, as a result of depression conditions, failed to experience the stabilizing influence of working in the early years following their school training, and as a result had lost in large measure the benefits of that school training without acquiring any work-experience to help them in earning a livelihood. On the other hand, it was also recognized that the difficulties arising from the severity and length of the depression were not confined to young men and women, but were spread over a broader section of the age-groups of those receiving unemployment Aid. It was also recognized that in earlier periods reliance for the necessary "cadre" of skilled workers had been placed upon immigration, but that in recent years there has been a tendency towards an emigration from, rather than an immigration into, Canada of skilled workers. The Commission feels that such a condition, if allowed to continue without some counterbalancing steps, is bound to result in an increasing measure of permanent unemployment amongst the less skilled type of workers, the group in which there is still a widespread surplus of labour; the experience of this and other countries being that an adequate skilled group is required before the unskilled group can be successfully absorbed into industry.

In the light of the above situation and with the conviction that it represented the most important and crucial phase of a well-planned re-employment program, the Commission recommended to the Dominion Government that a special sum, of which one-half would be allocated to youth measures, should be appropriated as a nucleus for the development of co-operative plans suitable to the various localities in question. These plans were to have as their purpose an increase in the employability of needy unemployed persons by improving their skill, physique and morale, and to be of the type that would qualify trainees for such work as is likely to be available in the locality of training, or, failing the likelihood of work in that location, in other centres where work is

liable to be available. To this end, the Commission recommended the following as a basis upon which such plans should be framed:—

Training projects of an occupational nature;

Short-term learnership courses not exceeding one year in duration, devised to provide theoretical training concurrent with specific employment;

Work projects incorporating re-conditioning, training, and conservation features, for the purposes of restoring morale and of conserving natural resources;

Training projects of a physical nature to assist in the maintenance of health and morale pending employment.

As a result of special consideration of the problems of young men and women by the Women and Youth Committees, plans were developed for a National Volunteer Forest Service; for the establishment of young people's training centres in large urban areas; and, in the case of rural women, for extension services as a means of teaching callings which would provide supplementary means of livelihood.

Presumably as a preliminary step towards giving effect to the above recommendations, during its last session Parliament appropriated \$1,000,000 to be spent in collaboration with the Provinces with particular reference to the needs of young men and women. The Commission is co-operating in the working out of local plans which are being suggested by Provincial Governments in connection with this grant.

The Commission still feels that for the next year or two an important expansion in expenditures along these lines to secure the co-operation of Provincial and Municipal Governments and of industry in increasing the employability of those needing re-conditioning, is essential if any substantial economy in Dominion, Provincial or Municipal expenditures for unemployment Aid purposes is to be achieved. In fact, without a concerted effort along this line the Commission believes that even with improved economic conditions, all governmental bodies will be involved in a continued heavy drain for the granting of subsistence allowances because of the unsuitability of many receiving Aid for the requirements of primary and secondary industries.

As directed by the Act, special consideration was given by the National Employment Commission—with the aid of the Youth Employment Committee—to the question of apprenticeship and learnership (the latter term being used to designate relatively short training courses to help in broadening the work-experience of the mass-production worker in order to make him more than a "one job" man). A plan was recommended whereby standardization of effort along sound and uniform principles could be achieved by means of a minor financial contribution by the Dominion Government and/or Provincial Governments to the expenditures of industry.

#### D. PLANS FOR ASSISTED LAND SETTLEMENT

A study of the problem in regard to farmers and settlers receiving "unemployment" Aid as disclosed by the Commission registration of relief recipients, indicated that, apart from the drought areas for which special consideration has already been arranged by the government, the bulk of the problem lies in the dependency created through direct unemployment relief having been accorded to families in the colonization areas, and during the off-season period in the tourist areas. The correction of this situation will depend in large measure on the policies which the Provinces in question wish to adopt to overcome the situation. The attention of the principal Provinces in question, i.e., Ontario and Quebec, has been called to the desirability of discussions with a view to formulating policies to meet the situation.

Many proposals made to the Commission in connection with land settlement schemes were rejected as containing similar elements of failure to those evident in connection with the schemes applying to the so-called "colonization" areas, i.e., that those afforded assistance would tend to go on relief as soon as the subsidies ceased.

As regards assisted land settlement as a means of placing in employment those at present receiving unemployment Aid, the National Employment Commission recognized that there is a certain class of urban Aid recipient whom it will be difficult to place in any industrial wage-earning capacity, however good the industrial conditions. This difficulty arises partly from lack of a previous working record to provide an appropriate background of work-experience, partly from the more recent tendency in industry to adopt a prescribed age for hiring new employees, and partly from the fact that many recipients of Aid have, during the extended period of the depression, permanently lost their employability to a considerable degree. For some of these, measures whereby they will contribute to their partial or entire support by working on the land undoubtedly have a special value. Such plans should originate locally, however, and will require careful thought and organization, since, otherwise, experience has shown the problem of unemployment Aid is merely transferred from one locality to another.

#### E. PUBLIC WORKS PROGRAMS

In accordance with specific duties placed upon the Commission by the National Employment Commission Act 1936 "to investigate and report upon proposals for the carrying out of programs of public works and other projects to aid in providing employment" and to recommend methods for mobilizing and co-ordinating the activities of the Dominion, Provinces, Municipalities and other agencies, the Commission studied many varied proposals made to it for extensions in public works programs, as also the facts in so far as data were available as to the results achieved from previous public works programs from an employment angle.

With the rapid improvement taking place in employment conditions in private industry, the Commission decided to recommend that, *at this stage of the recovery*, not only should there be no expansion in public works programs, but that there should be a very substantial contraction in the total governmental expenditures for public works projects. It was felt that the further substantial growth anticipated in employment by private industry; the large railway equipment orders being placed this year; and the stimulation provided to the construction industry by the housing policy in so far as it already has been put into practical effect, fully justifies this recommendation. Further, that the restriction which would be placed upon the expansion of private industry by any important measure of government competition for the already diminishing supply of skilled workers should be avoided as far as possible.

The Commission also recommended that where public works, originated for the purpose of providing employment, were nevertheless contemplated, they should be subjected to an evaluation both by the governmental departments involved and by the National Employment Commission, based on the following criteria:—

1. Importance in stimulating increased non-governmental expenditures;
2. Economic importance in improving the competitive position of industry, particularly of export industries;
3. Value in absorbing a high proportion of the type of labour available in the district in question, while at the same time making but slight demands on those types of labour of which a scarcity is becoming increasingly apparent;

4. Low operating costs and low permanent overhead charges (e.g., interest, etc.) in order to permit of economies for governmental units as conditions improve;
5. Social value to the community.

The Commission still feels that, at this stage, in addition to the beneficial effects through the financial advantage to the country at large, the policy it has recommended would be most liable directly to help the employment situation.

The use of public works programs at other stages of a depression will be dealt with in the report on long-range policies.

### III. FORMULATION OF RECOMMENDATIONS REGARDING PRACTICAL MEASURES FOR ENSURING EFFICIENCIES AND ECONOMIES IN THE ADMINISTRATION OF AID

The Commission has given prolonged study to this phase of the duties assigned to it.

As it is held that the division of authority under the British North America Act gives to Provincial Governments exclusive jurisdiction in the field of civil rights, the prior obligation in meeting dependency rests primarily with the Province or, in turn, the Municipality. And while appreciating that changing conditions in economic life; the limited taxation powers of local units of government; and the fact that Dominion policies affect local employment opportunities, have led to participation by the Dominion in meeting the cost of economic dependency, nevertheless the Commission strongly recommended that, as long as the present constitutional basis exists, the method introduced in 1934, of granting Aid on a temporary or emergency basis without definite or adequate control should be abandoned by the Dominion and the following basic principles accepted:—

1. That the primary responsibility for the relief of distress should remain with the Municipal authority and/or the Province;
2. That the Dominion should contribute thereto only when in its view it is shown that a practical necessity exists because of the *unusual* nature or extent of the distress;
3. That the Dominion should attach such conditions in the granting of such Aid as it deems necessary and proper with due regard to—
  - (a) careful co-ordination of effort, and
  - (b) supervision through the designation of a proper Dominion authority.

In handling the question of Aid distribution it is in the opinion of the Commission of the utmost importance that great care should be taken to provide such Aid as is given under its proper name. In other words, it is considered that unemployment Aid should only be given where it is demonstrated beyond doubt that unemployment is in question. Apart from the obvious financial advantage of such a course to the Province and Municipality through the effects on the cost of assistance to Aid recipients, the present method presents a danger even from the viewpoint of recipients of Aid themselves, in that if individuals who are unemployable or of doubtful employability are given Aid under the heading of unemployment Aid, inevitably they are put in an anomalous and dangerous position and as a result may at any time find themselves cut off from the assistance they have been receiving, even though desperately in need. Similarly, where a family's need does not really arise from unemployment, then the Aid given should not be *unemployment* Aid, for in that case unemployment is made a pre-requisite of assistance and a premium is placed on it.

The broad breakdown of the different types of Aid which it is proposed should therefore be used in future is as follows:—

1. Persons ordinarily "gainfully working" on a self-supporting basis, but requiring Aid due to economic causes (generally referred to as "unemployed" persons);
2. Persons requiring assistance or relief due to physical, mental or social handicap (generally referred to as "unemployable" persons).

As previously shown, Dominion Aid to Provinces and Municipalities has been restricted in intent and policy to the relief of those in the first main group, but in the unusual pressure of recent years, and largely attributable to the adoption in 1934 of the lump sum payments to Provinces, in practice there has been a general tendency for Provinces and Municipalities to apply Dominion Aid to the relief of both types of distress.

The problem now is so to re-align the administration of Dominion Aid as to ensure that the Dominion shall contribute only for persons who are ordinarily self-supporting, which Aid would, therefore, diminish with improved economic and agricultural conditions.

These ordinarily self-supporting persons in the first group mentioned above would receive Aid under the following three classifications:—

- (a) "Unemployment Aid" for unemployed persons, i.e., those normally self-supporting as "wage-earners";
- (b) "Occupational Aid" for persons out of occupation, i.e., those normally self-supporting on other than a wage-earning basis;
- (c) "Agricultural Aid" for distressed agriculturists because of crop failure due to flood, pest, drought, etc.

The actual conditions which the Commission has recommended should be attached to further Dominion Grants-in-Aid to the Provinces are clearly indicated in the following program of practical steps which the Commission has further recommended should be taken in negotiating Grants-in-Aid agreements with the Provinces:—

- I. A formal application to be required from each Province accompanied by:
  - (a) Evidence showing the financial need of the Province, including its Municipalities;
  - (b) Evidence, based on Provincial records, of the need for "Unemployment," "Occupational" and "Agricultural Aid" as shown by "Budgets" for the coming year, covering the probable extent of the need in each region or Municipality and in the Province as a whole.
- II. The effectiveness of Provincial and Municipal provisions in limiting Dominion grants to the purposes for which they are intended, to be subjected to Dominion scrutiny:
  - (a) By examination of administrative controls;
  - (b) By examination of schedules of allowances.
- III. Allowance to be made for such financial grants as may have been given in other forms to the district in question, e.g., through works projects, retraining and re-conditioning schemes.
- IV. To the extent that the Dominion is satisfied with the case for assistance made by the Province and its Municipalities, as also with the willingness of these units to co-operate with the Dominion in effective administration of Aid to which the Dominion contributes and in practical plans for making it certain that those unemployed or out of occupation

can and will move into employment as rapidly as employment opportunities offer; then Grants-in-Aid to be made under conditions which will include the following:

- (a) Restriction of Dominion Aid to those ordinarily self-supporting and to those areas for which Dominion Aid is given;
- (b) Establishment by the Province of standards of eligibility and their enforcement by having Employment Service or Agricultural Service officials receive or pass on applications for Aid;
- (c) Observance of the principle of maintenance of incentive to accept employment by relating the maximum Aid to actual earnings of unskilled labour in each centre or regional division, while preserving standards of health and decency;
- (d) Limitation of shelter allowances to a definite relationship with assessments and total shelter disbursements to a reasonable proportion of total cost of Aid granted;
- (e) Requirement of "Cancellation of Aid" cards to provide running records of earnings permitting of prompt assessment of further need for Aid, this in order to facilitate the acceptance of casual employment;
- (f) Requirement of periodic reports to show degree to which Province is complying with the above and other conditions. These to include among others:
  - (i) Schedules of allowances, costs of living and average earnings of unskilled workers;
  - (ii) Reports on cases in receipt of Aid continuously for 12 months or recurrently for parts of two years;
  - (iii) Other reports as required from time to time;
- (g) Assurance of co-operation with the Dominion in carrying on the National Registration of relief recipients; the pre-audit and an investigation of circumstances of individual relief recipients, as recommended;
- (h) Assurance of co-operation in registration; establishment of residence and reciprocal maintenance for self-dependent persons and migrant families, as recommended.

V. A contribution in accord with the needs of each particular Province, as demonstrated by the data submitted, to be agreed upon.

The Minister has advised the Provinces of the necessity of complying in general terms with the above conditions when filing applications for further Grants-in-Aid. The Commission also understands that machinery for a current audit in the field in connection with disbursements of Aid—also recommended earlier by the Commission as providing a better means of expenditure-control than the present post-audit in Ottawa—has been set up by the Dominion Government.

The phase of the work dealt with above covers "the organization of Aid to persons in distress due to economic causes" to which the Dominion contributes. The Commission is now engaged in preparing its recommendations in regard to the second main division of those requiring relief, i.e., the "organization of Assistance and Relief to those suffering from mental, physical or social handicap," and additionally in connection with the co-ordination of Aid, Assistance and Relief measures, including voluntary relief. Recommendations to cover these further phases of the subject will be subsequently submitted.

#### IV. THE FORMULATION OF RECOMMENDATIONS FOR THE SETTING UP OF MACHINERY TO CARRY OUT COMMISSION POLICIES APPROVED BY THE GOVERNMENT

The work of the Commission under this section of its duties follows:—

##### A. EMPLOYMENT SERVICE OF CANADA

Early in the Commission's investigations it became evident that the first and most vital step necessary to the successful handling of employment, re-employment and Aid administration problems is the development of more efficient Employment Services throughout Canada. The present Provincial Employment Services are in practice unfitted to meet the exigencies of the situation. Divided responsibilities and diversity of aims between different Provinces; unequal development as regards numbers, types and functions of local offices; unsuitable locations of premises; defects in Provincial boundaries when used as economic administrative units, etc., have all tended to result in the Provincial Employment Services not being utilized fully either by employer or by employee.

The provision of a proper link between employer and employee; of local advisory councils supplementary to local Employment Service offices in order to provide focal points for attacks on local problems; of means for gauging the relative degree of employability of those in receipt of Aid, are of pre-eminent importance if any real progress is to be achieved in handling unemployment problems. Indeed this is the experience of other countries also.

Bearing in mind the desirability of uniformity of practice where financial Aid for the Dominion is in question; of freedom from local pressure in administration; of a Dominion source of local information independent of Province or Municipality in respect to unemployment assistance, etc., the Commission recommended in August, 1936, that the Employment Service be administered nationally. In any case the situation requires increased and improved service which will cost more, but it is recognized that national administration in itself would not add anything to the total cost to the country as a whole. The Commission, however, believes the extra cost to the Dominion Government of the transfer from the Provinces would be more than offset by efficiencies and, therefore, economies which would result.

##### B. CO-OPERATION WITH PROVINCES AND MUNICIPALITIES

Throughout the period of the Commission's operations various members of the Commission have had contacts with Provincial Governments and Municipal bodies across Canada regarding a great many problems involved in the Commission's work. Particularly has this been the case where the carrying out of National Employment Commission programs approved by the Dominion Government has been in question. Care has, however, been exercised not to discuss Commission policies with such bodies before Dominion Government approval of policies has been given.

The Commission's advice has also been given to Municipal units on unemployment relief matters when requested, with due regard always to the protection of Provincial responsibility for Municipal actions.

##### C. PUBLICITY

The National Employment Commission Act, 1936, required the Commission to ensure such publicity as in its view was necessary to enable it effectively to discharge its powers and duties. The Commission's publicity has been confined to policies previously approved by the Dominion Government.

The main work to date has been in connection with the promotion of the Home Improvement Plan, which the Commission was asked by the Dominion Government to undertake and which promotion work was effected through the medium of funds supplied by industry and by community-minded citizens.

Preparations are well advanced for the issue (beginning in the immediate future) of a periodic bulletin to provide a running record of the salient points regarding unemployment and employment.

## CONCLUSION

Employment conditions have shown a very material improvement during the period of the Commission's activities. The employment index, issued by the Dominion Bureau of Statistics, covering the group of individual employers having fifteen or more employees each (representing, it is estimated, nearly half of all wage-earning employees in Canada) has risen from 104.6 per cent on July 1, 1936, (1926=100) to 119.1 per cent at the end of June 1937. Unemployment in trade unions reporting has fallen from 13.9 per cent to 10.4 per cent in the same period. Even allowing for growth in population and for the drift into wage-earning industry of those previously working on their own, this gives evidence of the marked way in which the employable unemployed are being absorbed into industry. There are evidences of further improvement ahead, and there are probabilities of a shortage in the supply of skilled workers in many centres in the relatively early future, should the improvement continue.

The decline in those on the relief rolls is less striking but appreciable, the total reduction from June, 1936, to June, 1937, being estimated at 12.75 per cent or, excluding the drought areas, 19.5 per cent. The lesser improvement in this index is in part due to the fact that many of the unemployed who have in the period named found their way back into industry had without doubt managed to avoid going "on relief", in part also to the fact that the relief lists include large numbers of persons who are in no real sense of the word "employable."

The National Employment Commission reiterates the extreme importance it attaches to early action along four particular lines:—

*1. Continued Registration of All Persons in Receipt of Aid.*

Improved conditions should not be allowed to interfere with the obtaining of an accurate running record of the circumstances of all those receiving Aid.

*2. Improvement in Efficiencies of the Employment Service of Canada.*

It is the Commission's conviction that prompt progress in this field is a pre-requisite of success in the handling of re-employment problems and in securing reliable local information and efficient control in the administration of Aid.

*3. The Establishment of Demonstrated Need as a Basis for Grants-in-Aid by the Dominion to the Provinces; by the Provinces to the Municipalities; and by the Municipalities to the Recipients of Aid.*

Emphasis is laid upon the necessity of a return to the original basis whereby Dominion Aid to the Provinces is restricted to cases where an abnormal unemployment burden is in question. Further, that before such grants are accorded—

(a) Financial necessity of the Province in so far as the Dominion is concerned, and of the Municipality in so far as the Province is concerned, shall have been proved:

- (b) All applications shall be accompanied by estimates of costs of the different kinds of need for which Aid is being granted in all Municipal and territorial units;
- (c) Administrative practices shall be acceptable;
- (d) Standards of Aid shall be acceptable;
- (e) Co-operation shall be guaranteed to the Dominion in carrying out registration, pre-audit and other essential investigations.

The same principle, i.e., the proof of need, should carry through to the conditions made by Provinces to Municipalities, and by Municipalities to Aid recipients.

*4. The Provision of an Adequate Appropriation to be Used as a Nucleus for Developing Local Training, Reconditioning and Rehabilitation Projects*

Without comprehensive action along this line the Commission considers no national economy commensurate with what it considers should result from improved economic conditions can be expected in the nation's financial relief burden.

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This report has outlined in a general way the work and recommendations of the National Employment Commission up to June 30, 1937. In order to complete the record a further memorandum is attached covering details in regard to appointments, powers, and duties, organization, meetings, expenses, etc., of the Commission for the period under review, along with a summary of the Commission's recommendations and tables providing certain information obtained from the registration of relief recipients.

## APPENDICES

### ORGANIZATION DETAILS AND SUMMARY OF RECOMMENDATIONS TO JUNE 30, 1937

#### *Personnel of the National Employment Commission*

Arthur B. Purvis, of the City of Montreal, Quebec, Chairman;  
Tom Moore, of the City of Ottawa, Ontario, Vice-Chairman;  
W. A. Mackintosh, of the City of Kingston, Ontario;  
A. Marois, of the City of Quebec;  
A. N. McLean, of Blacks Harbour, New Brunswick;  
Mrs. Mary M. Sutherland, of Wells, British Columbia;  
E. J. Young, of Dummer, Saskatchewan.

#### *Committees consisting of two or more members of the Commission*

*Housing and Home Improvement Plan*  
*Registration*  
*National Advisory Committee*  
*Grand River Conservation Commission*  
*Gatineau Park Proposal*  
*Public Works Policy*  
*Apprenticeship*  
*Employment Service*  
*Women's Problems*  
*Youth Training Projects*  
*Agricultural Rehabilitation*  
*Co-ordination of Aid*

#### *Personnel of the National Advisory Committee*

##### *Women's Employment Committee*

Mrs. Walter Lindal, of the City of Winnipeg, Manitoba, Chairman;  
Madame Maurice Cormier, of the City of Montreal, Quebec;  
Mrs. A. J. Currie, of Govan, Saskatchewan;  
Mrs. L. G. Ferguson, of Westville, Nova Scotia;  
Miss Ruth Low, of the City of Kitchener, Ontario.

##### *Youth Employment Committee.*

Alan Chambers, of the City of Victoria, B.C., Chairman;  
Joseph McCulley, of Newmarket, Ontario;  
A. Montpetit, of the City of Montreal, Quebec;  
W. C. Nickerson, of the City of Halifax, Nova Scotia;  
R. F. Thompson, of the City of Toronto, Ontario.

#### *Organization.*

Major H. Spencer Relph was appointed Secretary to the Commission and to the Women's and Youth Committees of the National Advisory Committee.

## II

There are twenty-two employees on the Commission's payroll. In the interests of economy, the services of existing Dominion and Provincial officials have been utilized wherever practicable. The following organization divisions were established:

Secretariat,  
Co-ordination of Aid,  
Registration,  
Housing,  
Publicity.

### *Commission Meetings.*

Twenty-three regular meetings and one special meeting were held, the first on the 1st and 2nd of June, 1936.

### *Commission Expenditures for 13 Months Ending June 30, 1937.*

Commissioners compensation and actual travelling and living expenses.....	\$ 28,787.05
Women's and Youth Employment Committees' travelling and living expenses.....	19,948.07
Salaries of Consultants and Staff.....	38,390.27
Travelling expenses of Consultants and staff.....	2,004.65
Furniture, stationery, communications and all other office expenditures.....	22,614.10
 Total.....	 \$111,744.14

**NOTE:** The expenses of the relief registration not borne by the Commission amounting to \$73,792.50 for the same period were paid out of the Department of Labour contingency Vote No. 336 during the fiscal year 1936-37, and for the months of April to June of this year out of the portion of Vote No. 310 entitled National Employment Commission (Registration).

### *Proposals.*

Approximately five hundred proposals, filed with the Commission, were studied and appropriate action taken thereon.

### SUMMARY OF COMMISSION RECOMMENDATIONS

(Other than those in connection with personnel)

—	Recommended to Minister	Action taken
<b>I. REGISTRATION</b>		
For a national registration of relief recipients..	June 30, 1936.....	Approved July 4, 1936.
<b>II. EMPLOYMENT SERVICE</b>		
For the national administration of the Employment Service of Canada.	August 11, 1936	
For consideration of Commission recommendation without regard to cost to Dominion of transfer of expense from Provinces to Dominion, this in view of vital importance in handling employment and Aid problems.	January 29, 1937	No action.

### III

## SUMMARY OF COMMISSION RECOMMENDATIONS—*Continued* (Other than those in connection with personnel)

—	Recommended to Minister	Action taken
<b>III. NATIONAL ADVISORY COMMITTEE</b>		
For composition of, and personnel for, Committee.	August 25, 1936 October 19, 1936..... December 7, 1936.....	Partially met by appointments made to Women's and Youth Employment Committees.
<b>IV. HOMELESS ADULTS</b>		
For a Dominion/Provincial co-operative policy in connection with winter employment of homeless adults and for a Farm Improvement and Employment Plan to carry out that policy.	August 27, 1936.....	Approved September 9, 1936.
For supplementary plans to carry out the policy in certain Provinces—		
Manitoba.....	October 20, 1936.....	Approved.
Alberta.....	November 5, 1936.....	Approved.
British Columbia.....	November 5, 1936.....	Approved.
Saskatchewan.....	December 4, 1936.....	Rejected.
New Brunswick.....	December 17, 1936.....	Approved.
Ontario.....	January 23, 1937.....	Rejected.
For a national parkway in the Gatineau.	September 2, 1936.....	No action.
For an extension to April 30th of the Farm Improvement and Employment Plan.	February 10, 1937.....	Approved April 15, 1937.
<b>V. HOUSING</b>		
For a Dominion Government housing policy, including a detailed Home Improvement Plan, and basic principles to govern a low rental housing plan.	September 2, 1936.....	Approved September 9, 1936.
For a detailed low rental housing plan.....	February 10, 1937.....	No action.
For draft legislation to embody the low rental housing plan.	March 25, 1937.....	
<b>VI. TRAINING AND RE-CONDITIONING</b>		
For use of balances available under Technical Education Act for training girls in certain Western Provinces.	August 28, 1936.....	Approved August 29, 1936
For co-operative Dominion/Provincial action in youth re-training plans:—	December 3, 1936.....	Commission advised January 18, 1937, that in accordance with reference in Speech from the Throne, authorization had been given to Minister to confer with Provinces, but without regard to any definite sum. Appropriation for partial fulfilment of plans later provided under Vote 308.
(a) National Volunteer Forestry Service.		
(b) Young men's urban training centres		
For financial provision during fiscal year beginning April 1, 1937 for a definite program to increase by reconditioning measures the "employability" of relief recipients of all ages; this in substitution of the present practice of indiscriminate grants in aid.	February 18, 1937..... February 24, 1937.....	No action.
For a Dominion policy for apprenticeship and learnership including basic conditions to be embodied in plans therefor, and extent of suggested Dominion/Provincial participation therein.	February 23, 1937.....	No action.
For Dominion requirement that Provinces shape their suggestions for such Dominion/Provincial co-operative works projects as are developed for relief purposes along lines which would increase "employability" of relief recipients.	March 25, 1937.....	No action.

## IV

. SUMMARY OF COMMISSION RECOMMENDATIONS—*Concluded*  
 (Other than those in connection with personnel)

—	Recommended to Minister	Action taken
<b>VI. TRAINING AND RE-CONDITIONING—<i>Conc.</i></b>		
For training centres for urban, and extension courses for rural young women.	May 20, 1937.....	Partially met by provisions of Vote 308.
For the carrying out of training projects under Vote 308.	May 5, 1937] May 28, 1937] June 10, 1937] June 12, 1937]	Embodyed in agreements with Provinces.
<b>VII. PUBLIC WORKS</b>		
For a basis to govern the Commission's duties in relation to the public works program and to public works projects for the coming fiscal year.	December 4, 1936.....	Approved December 15, 1936 but not put into practical operation.
For an over-all contraction in the 1937-38 public works program.	January 8, 1937.....	Action taken to extent indicated by estimates for new fiscal year.
For further consideration of Commission's previous recommendations in view of developments; along with a clarification and amplification of those recommendations.	February 9, 1937] February 18, 1937]	No action.
<b>VIII. AGRICULTURAL RELIEF</b>		
For Dominion/Provincial conferences with Provinces of Ontario and Quebec to develop the situation regarding so-called "farmers" on relief, including a detailed plan of action to be considered at such conferences.	December 8, 1936.....	Approved December 15, 1936. Conferences not yet held.
<b>IX. AUDIT OF RELIEF EXPENDITURES</b>		
For a current audit in the field to replace the present post-audit at Ottawa.	January 15, 1937.....	Approved April 15, 1937.
<b>X. ORGANIZATION AND CO-ORDINATION OF AID</b>		
For conditions to be attached to future Dominion Grants-in-Aid to the Provinces, including a complete plan for the better organization of Aid to which the Dominion contributes.	March 20, 1937] March 25, 1937]	Partially approved June 23, 1937; balance under consideration.

**REPORT OF  
DIRECTOR OF REGISTRATION**



NATIONAL EMPLOYMENT COMMISSION

Report on Registration of Recipients of Aid to which the  
Dominion Government Contributed

March, 1937

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SECTION A

**Relating to Fully Employable Persons of both Sexes Sixteen  
Years of Age or over in Receipt of Material Aid**

Such persons may previously have been working as wage-  
earners or "on their own" in occupations, or otherwise may be  
presumed to be potential wage-earners.

Farm resident operators and their dependents who receive  
agricultural Aid are *not* included.

## VIII

TABLE A-I—FULLY EMPLOYABLE PERSONS OF BOTH SEXES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators and their dependents who receive Agricultural Aid)

MONTH OF MARCH 1937

Compared with February 1937 and September 1936

## DOMINION AND PROVINCIAL SUMMARY

	Heads of families	Individual persons	Dependents 16 years and over (other than wives) presumably available for work	Total March, 1937	Comparable totals	
					February, 1937	Septem- ber, 1936
<b>DOMINION SUMMARY</b>						
Cities over 25,000.....	95,519	34,887	38,221	168,627	171,126	145,246
Cities of 10,000 to 25,000.....	11,709	1,613	5,625	18,947	19,130	15,194
Towns of 1,000 to 10,000.....	23,963	2,716	11,516	38,195	37,788	26,161
Rest of Provinces.....	20,415	2,822	10,474	33,711	32,349	19,822
<b>Total for Dominion.....</b>	<b>151,606</b>	<b>42,038</b>	<b>65,836</b>	<b>259,480</b>	<b>260,393</b>	<b>206,423</b>
<b>DETAILS BY PROVINCES</b>						
<i>Prince Edward Island:</i>						
Cities over 25,000.....	36	3	144	183	169	37
Cities of 10,000 to 25,000.....						
Towns of 1,000 to 10,000.....	262	5	149	416	418	99
Rest of Province.....						
<b>Total for Province.....</b>	<b>298</b>	<b>8</b>	<b>293</b>	<b>599</b>	<b>587</b>	<b>136</b>
<i>Nova Scotia:</i>						
Cities over 25,000.....	1,420	334	438	2,192	2,254	1,975
Cities of 10,000 to 25,000.....	313	107	108	528	534	454
Towns of 1,000 to 10,000.....	1,181	227	719	2,127	2,101	1,642
Rest of Province.....						
<b>Total for Province.....</b>	<b>2,914</b>	<b>668</b>	<b>1,265</b>	<b>4,847</b>	<b>4,889</b>	<b>4,071</b>
<i>New Brunswick:</i>						
Cities over 25,000.....	770	27	395	1,192	1,256	.....
Cities of 10,000 to 25,000.....	187	6	84	277	277	.....
Towns of 1,000 to 10,000.....	179	8	150	337	318	.....
Rest of Province.....						
<b>Total for Province.....</b>	<b>1,136</b>	<b>41</b>	<b>629</b>	<b>1,806</b>	<b>1,851</b>	<b>.....</b>
<i>Quebec:</i>						
Cities over 25,000.....	39,730	11,921	19,567	71,218	72,454	64,565
Cities of 10,000 to 25,000.....	3,025	322	2,230	5,577	5,477	5,446
Towns of 1,000 to 10,000.....	4,166	254	3,070	7,490	6,931	5,887
Rest of Province.....	4,270	146	3,941	8,357	7,640	7,258
<b>Total for Province.....</b>	<b>51,191</b>	<b>12,643</b>	<b>28,808</b>	<b>92,642</b>	<b>92,502</b>	<b>83,156</b>
<i>Ontario:</i>						
Cities over 25,000.....	31,142	7,227	12,398	50,767	52,363	45,806
Cities of 10,000 to 25,000.....	5,248	764	1,909	7,921	8,222	5,920
Towns of 1,000 to 10,000.....	13,320	1,222	5,645	20,187	20,509	13,454
Rest of Province.....	4,155	258	1,926	6,339	6,238	3,470
<b>Total for Province.....</b>	<b>53,865</b>	<b>9,471</b>	<b>21,878</b>	<b>85,214</b>	<b>87,332</b>	<b>68,650</b>

## IX

TABLE A-I—FULLY EMPLOYABLE PERSONS OF BOTH SEXES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED—*Conc.*

(Exclusive of Farm Resident Operators and their dependents who receive Agricultural Aid)

MONTH OF MARCH 1937

Compared with February 1937 and September 1936

## DOMINION AND PROVINCIAL SUMMARY

	Heads of families	Individual persons	Dependents 16 years and over (other than wives) presumably available for work	Total March, 1937	Comparable totals	
					February, 1937	Septem- ber, 1936
<b>DETAILS BY PROVINCES</b>						
<i>Manitoba:</i>						
Cities over 25,000.....	7,442	3,061	1,213	11,716	11,332	10,466
Cities of 10,000 to 25,000.....	1,166	60	509	1,735	1,726	1,296
Towns of 1,000 to 10,000.....	1,043	34	339	1,416	1,416	809
Rest of Province.....	4,182	247	1,682	6,111	5,855	2,665
Total for Province.....	13,833	3,402	3,743	20,978	20,329	15,236
<i>Saskatchewan:</i>						
Cities over 25,000.....	3,039	208	1,077	4,324	4,299	3,476
Cities of 10,000 to 25,000.....	854	62	339	1,255	1,250	956
Towns of 1,000 to 10,000.....	1,491	119	587	2,197	2,170	1,350
Rest of Province.....	2,666	268	1,179	4,113	4,095	1,766
Total for Province.....	8,050	756	3,182	11,889	11,814	7,548
<i>Alberta:</i>						
Cities over 25,000.....	5,295	5,496	1,194	11,985	11,746	7,884
Cities of 10,000 to 25,000.....	595	150	204	949	952	667
Towns of 1,000 to 10,000.....	492	38	228	758	739	391
Rest of Province.....	2,067	230	646	2,943	2,824	1,543
Total for Province.....	8,449	5,914	2,272	16,635	16,261	10,485
<i>British Columbia:</i>						
Cities over 25,000.....	6,681	6,613	1,939	15,233	15,422	11,074
Cities of 10,000 to 25,000.....	285	139	98	522	523	418
Towns of 1,000 to 10,000.....	2,091	814	778	3,683	3,604	2,628
Rest of Province.....	2,813	1,668	951	5,432	5,279	3,021
Total for Province.....	11,870	9,234	3,766	24,870	24,828	17,141

TABLE A-II—FULLY EMPLOYABLE PERSONS IN RECEIPT OF  
(Exclusive of Farm Resident Operators and their  
MONTH OF  
CLASSIFIED BY DOMESTIC

	Heads of families			Individual persons		
	Male	Female	Total	Male	Female	Total
<b>DOMINION SUMMARY</b>						
Cities over 25,000.....	84,631	10,888	95,519	28,634	6,253	34,887
Cities of 10,000 to 25,000.....	10,662	1,047	11,709	1,398	215	1,613
Towns of 1,000 to 10,000.....	22,347	1,616	23,963	2,211	505	2,716
Rest of Provinces.....	19,258	1,157	20,415	2,517	305	2,822
Total for Dominion.....	136,898	14,708	151,606	34,760	7,278	42,038
<b>DETAIL BY PROVINCES</b>						
<i>Prince Edward Island:</i>						
Cities over 25,000.....						
Cities of 10,000 to 25,000.....	17	19	36	1	2	3
Towns of 1,000 to 10,000.....	230	32	262	2	3	5
Rest of Province.....	247	51	298	3	5	8
Total for Province.....	2,544	370	2,914	533	135	668
<i>Nova Scotia:</i>						
Cities over 25,000.....	1,204	216	1,420	236	98	334
Cities of 10,000 to 25,000.....	273	40	313	100	7	107
Towns of 1,000 to 10,000.....	1,067	114	1,181	197	30	227
Rest of Province.....						
Total for Province.....	2,544	370	2,914	533	135	668
<i>New Brunswick:</i>						
Cities over 25,000.....	685	85	770	13	14	27
Cities of 10,000 to 25,000.....	152	35	187	4	2	6
Towns of 1,000 to 10,000.....	169	10	179	7	1	8
Rest of Province.....						
Total for Province.....	1,006	130	1,136	24	17	41
<i>Quebec:</i>						
Cities over 25,000.....	35,541	4,189	39,730	9,387	2,534	11,921
Cities of 10,000 to 25,000.....	2,895	130	3,025	285	37	322
Towns of 1,000 to 10,000.....	3,996	170	4,166	200	54	254
Rest of Province.....	4,112	158	4,270	128	18	146
Total for Province.....	46,544	4,647	51,191	10,000	2,643	12,643
<i>Ontario:</i>						
Cities over 25,000.....	26,803	4,339	31,142	4,650	2,577	7,227
Cities of 10,000 to 25,000.....	4,719	529	5,248	666	98	764
Towns of 1,000 to 10,000.....	12,442	878	13,320	1,020	202	1,222
Rest of Province.....	3,951	204	4,155	219	39	258
Total for Province.....	47,915	5,950	53,865	6,555	2,916	9,471
<i>Manitoba:</i>						
Cities over 25,000.....	6,906	536	7,442	2,549	512	3,061
Cities of 10,000 to 25,000.....	1,077	89	1,166	35	25	60
Towns of 1,000 to 10,000.....	959	84	1,043	12	22	34
Rest of Province.....	3,983	199	4,182	197	70	247
Total for Province.....	12,925	908	13,833	2,773	629	3,402
<i>Saskatchewan:</i>						
Cities over 25,000.....	2,599	440	3,039	159	49	208
Cities of 10,000 to 25,000.....	731	123	854	45	17	62
Towns of 1,000 to 10,000.....	1,341	150	1,491	80	39	119
Rest of Province.....	2,463	203	2,666	231	37	268
Total for Province.....	7,134	916	8,050	515	142	657
<i>Alberta:</i>						
Cities over 25,000.....	4,796	499	5,295	5,301	195	5,496
Cities of 10,000 to 25,000.....	578	17	595	143	7	150
Towns of 1,000 to 10,000.....	437	55	492	27	11	38
Rest of Province.....	1,879	188	2,067	176	54	230
Total for Province.....	7,690	759	8,449	5,647	267	5,914
<i>British Columbia:</i>						
Cities over 25,000.....	3,097	584	6,681	6,339	274	6,613
Cities of 10,000 to 25,000.....	220	65	285	119	20	139
Towns of 1,000 to 10,000.....	1,936	155	2,091	668	146	814
Rest of province.....	2,640	173	2,813	1,584	84	1,668
Total for Province.....	10,893	977	11,870	8,710	524	9,234

MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED  
 Dependents who receive Agricultural Aid)

MARCH 1937

STATUS AND SEX

Dependents 16 years and over (other than wives) presumably available for work						Grand total		
Previously gainfully working			Not previously gainfully working					
Male	Female	Total	Male	Female	Total	Male	Female	Total
9,207	4,498	13,705	11,819	12,697	24,516	134,291	34,336	168,627
1,174	640	1,814	1,899	1,912	3,188	15,133	3,814	18,947
2,667	1,107	3,774	3,868	3,874	7,742	31,093	7,102	38,195
2,412	758	3,170	3,569	3,735	7,304	27,756	5,955	33,711
15,460	7,003	22,463	21,155	22,218	43,373	208,273	51,207	259,480
.....	.....	.....	92	52	144	110	73	183
16	1	17	69	63	132	317	99	416
16	1	17	161	115	276	427	172	599
91	71	162	125	151	276	1,656	536	1,192
27	14	41	32	35	67	432	96	528
182	76	258	240	221	461	1,686	441	2,127
300	161	461	397	407	804	3,774	1,073	4,847
98	37	135	122	138	260	918	274	1,192
12	2	14	39	31	70	207	70	277
40	20	60	51	39	90	267	70	337
150	59	209	212	208	420	1,392	414	1,806
5,227	2,212	7,439	5,574	6,554	12,128	55,729	15,489	71,218
450	213	663	734	833	1,567	4,364	1,213	5,577
651	291	942	996	1,132	2,128	5,843	1,647	7,490
1,234	189	1,423	1,131	1,387	2,518	6,605	1,752	8,357
7,562	2,905	10,467	8,435	9,906	18,341	72,541	20,101	92,642
2,761	1,351	4,112	4,354	3,932	8,286	38,568	12,199	50,767
454	250	704	638	567	1,205	6,477	1,444	7,921
1,344	528	1,872	1,956	1,817	3,773	16,762	3,425	20,187
336	108	444	804	678	1,482	5,310	1,029	6,339
4,895	2,237	7,132	7,752	6,994	14,746	67,117	18,097	85,214
463	429	892	143	178	321	10,061	1,655	11,716
134	84	218	133	158	291	1,379	356	1,735
99	42	141	91	107	198	1,161	255	1,416
387	243	630	496	556	1,052	5,043	1,068	6,111
1,083	798	1,881	863	999	1,862	17,644	3,334	20,978
138	104	242	398	437	835	3,294	1,030	4,324
37	27	64	134	141	275	947	308	1,255
111	45	156	190	241	431	1,722	475	2,197
177	89	266	416	497	913	3,287	826	4,113
463	265	728	1,138	1,316	2,454	9,250	2,639	11,889
222	124	346	406	442	848	10,725	1,260	11,985
42	27	69	78	57	135	841	108	949
53	29	82	82	64	146	599	159	758
138	69	207	248	191	439	2,441	502	2,943
455	249	704	814	754	1,568	14,606	2,029	16,635
207	170	377	697	865	1,562	13,340	1,893	15,233
18	23	41	19	38	57	376	146	522
187	76	263	262	253	515	3,053	630	3,683
124	59	183	405	363	768	4,753	679	5,432
536	328	864	1,383	1,519	2,902	21,522	3,348	24,870

TABLE A-III—FULLY EMPLOYABLE PERSONS OF BOTH SEXES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

MONTH OF MARCH 1937

Compared with February 1937 and September 1936

SUMMARY BY CITIES OF OVER 25,000 POPULATION

City	Number of persons reported fully employable				
	March, 1937			February, 1937	Septem- ber, 1936
	Male	Female	Total	Total	Total
<i>Prince Edward Island</i> .....					
<i>Nova Scotia</i>					
Halifax.....	1,656	536	2,192	2,254	1,975
<i>New Brunswick</i>					
Saint John.....	918	274	1,192	1,256	.....
<i>Quebec</i>					
Hull.....	995	282	1,277	1,389	1,288
Montreal.....	45,540	13,021	58,561	60,121	52,979
Quebec.....	4,891	1,175	6,066	5,626	5,493
Sherbrooke.....	163	65	228	241	465
Three Rivers.....	1,561	375	1,936	1,894	1,422
Verdun.....	2,579	571	3,150	3,183	2,918
<i>Ontario</i>					
Brantford.....	978	174	1,152	1,264	1,220
Fort William.....	655	156	811	872	606
Hamilton.....	3,702	619	4,321	4,545	3,850
Kitchener.....	506	92	598	632	488
London.....	1,393	268	1,661	1,735	1,151
Ottawa.....	4,101	1,082	5,183	5,181	4,186
Toronto.....	23,127	8,948	32,075	32,904	28,801
Windsor.....	4,106	860	4,966	5,230	5,504
<i>Manitoba</i>					
Winnipeg.....	10,061	1,655	11,716	11,332	10,466
<i>Saskatchewan</i>					
Regina.....	2,254	666	2,920	2,890	2,384
Saskatoon.....	1,040	364	1,404	1,409	1,092
<i>Alberta</i>					
Calgary.....	6,231	639	6,870	6,763	4,558
Edmonton.....	4,494	621	5,115	4,983	3,326
<i>British Columbia</i>					
Burnaby.....	1,378	339	1,717	1,694	1,503
Vancouver.....	11,138	1,378	12,516	12,704	8,802
Victoria.....	824	176	1,000	1,024	769

TABLE A-IV—FULLY EMPLOYABLE PERSONS OF BOTH SEXES EMPLOYED ON SPECIAL WORKS PROJECTS TO WHICH THE DOMINION CONTRIBUTED FINANCIALLY

(as reported to Dominion Unemployment Relief Branch)

MONTH OF MARCH 1937

compared with February 1937 and March 1936

DOMINION AND PROVINCIAL SUMMARIES

XIII

	Provincial Works (Not including Trans- Canada Highway)		Trans/Canada Highway		Municipal Works		Employment Afforded to Transients		Totals on Works Projects		Farm Place- ments
	Total no. given relief work this month	Total no. of man- days worked	Total no. given relief work this month	Total no. of man- days worked	Total no. given relief work this month	Total no. of man- days worked	Total no. of man- days worked	Total no. of persons	Total no. of man- days	Total number	
Prince Edward Island.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Nova Scotia.....	320	Not reported	.....	.....	.....	.....	.....	320	.....	.....	.....
New Brunswick.....	3,203	55,466	.....	.....	.....	.....	.....	3,203	55,466	7,239	.....
Quebec.....	443	8,928	267	6,480	.....	.....	.....	710	15,408	.....	.....
Ontario.....	516	5,382	2	14	478	8,050	955	18,708	1,951	32,163	9,509
Manitoba.....	103	952	.....	.....	.....	.....	.....	103	952	23,274	.....
Saskatchewan.....	550	7,652	130	1,809	.....	.....	1,708	36,022	1,708	36,022	2,852
Alberta.....	5,135	78,380	399	8,303	478	8,059	5,223	119,257	11,235	213,999	43,087
British Columbia.....	7,446	112,509	330	6,364	438	4,902	4,814	104,220	13,028	227,995	43,254
Dominion Total, March, 1937.....	1,202	24,582	3,538	85,691	1,891	26,014	978	13,555	7,609	149,842	14,020



## SECTION B

### Relating to Persons other than those Fully Employable in Receipt of Material Aid

Such persons comprise:—

- (A) Partially employable, i.e. of doubtful employability;
- (B) Fully unemployable;
- (C) Non-worker type dependents consisting of:—
  - (i) Wives;
  - (ii) Children under 16 years of age;
  - (iii) Others, 16 years and over, e.g., young people at school full time; unemployable dependent adults; and similar classes.

Farm resident operators and their dependents who receive Agricultural Aid are *not* included.

TABLE B-I—PARTIALLY EMPLOYABLE AND FULLY UNEMPLOYABLE PERSONS  
(BOTH SEXES) IN RECEIPT OF MATERIAL AID TO WHICH THE  
DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

MONTH OF MARCH 1937

DOMINION AND PROVINCIAL CLASSIFICATION

	Partially Employable (Of doubtful employability)				Fully Unemployable			Total
	Heads of families	Individ- ual cases	Depend- ents pre- viously employed	Total	Heads of families	Individ- ual cases	Total	
<b>DOMINION SUMMARY</b>								
Cities over 25,000.....	9,729	7,898	1,543	19,170	3,923	4,921	8,844	28,014
Cities of 10,000 to 25,000.....	2,650	805	280	3,735	1,374	776	2,150	5,885
Towns of 1,000 to 10,000.....	5,313	1,348	671	7,332	2,904	1,001	3,095	11,237
Rest of Provinces.....	6,280	2,234	499	9,013	2,513	1,599	4,112	13,125
Total for Dominion.....	23,972	12,285	2,993	39,250	10,714	8,297	19,011	58,261
<b>DETAIL BY PROVINCES</b>								
<i>Prince Edward Island</i>								
Cities over 25,000.....	246	28	.....	274	11	12	23	297
Cities of 10,000 to 25,000.....	.....	.....	.....	.....	.....	.....	.....	.....
Towns of 1,000 to 10,000.....	61	15	2	78	77	116	193	271
Rest of Province.....	.....	.....	.....	.....	.....	.....	.....	.....
Total for Province.....	307	43	2	352	88	128	216	368
<i>Nova Scotia</i>								
Cities over 25,000.....	75	26	17	118	3	2	5	123
Cities of 10,000 to 25,000.....	14	5	5	24	7	4	11	35
Towns of 1,000 to 10,000.....	142	67	36	245	31	16	47	292
Rest of Province.....	.....	.....	.....	.....	.....	.....	.....	.....
Total for Province.....	231	98	58	387	41	22	63	450
<i>New Brunswick</i>								
Cities over 25,000.....	181	11	29	221	63	7	70	291
Cities of 10,000 to 25,000.....	46	13	7	66	9	3	12	78
Towns of 1,000 to 10,000.....	25	5	4	34	1	.....	1	35
Rest of Province.....	.....	.....	.....	.....	.....	.....	.....	.....
Total for Province.....	252	29	40	321	73	10	83	404
<i>Quebec</i>								
Cities over 25,000.....	3,068	1,182	804	5,054	640	208	848	5,902
Cities of 10,000 to 25,000.....	639	128	108	875	239	65	304	1,179
Towns of 1,000 to 10,000.....	664	130	180	974	348	83	431	1,405
Rest of Province.....	1,396	171	188	1,755	492	192	684	2,439
Total for Province.....	5,767	1,611	1,280	8,658	1,719	548	2,267	10,925
<i>Ontario</i>								
Cities over 25,000.....	2,922	1,830	463	5,215	2,030	1,708	3,738	8,953
Cities of 10,000 to 25,000.....	1,211	436	131	1,778	943	591	1,534	3,312
Towns of 1,000 to 10,000.....	3,463	720	350	4,533	2,088	680	2,768	7,301
Rest of Province.....	1,702	482	113	2,297	941	455	1,396	3,093
Total for Province.....	9,298	3,468	1,057	13,823	6,002	3,434	9,436	23,259
<i>Manitoba</i>								
Cities over 25,000.....	705	1,226	57	1,988	124	582	706	2,694
Cities of 10,000 to 25,000.....	169	36	8	213	36	15	51	264
Towns of 1,000 to 10,000.....	169	26	12	207	35	6	41	248
Rest of Province.....	833	247	39	1,119	164	91	255	1,374
Total for Province.....	1,876	1,535	116	3,527	359	694	1,053	4,580

## XVII

TABLE B-I—PARTIALLY EMPLOYABLE AND FULLY UNEMPLOYABLE PERSONS  
(BOTH SEXES) IN RECEIPT OF MATERIAL AID TO WHICH THE  
DOMINION CONTRIBUTED—*Conc.*

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

MONTH OF MARCH 1937

DOMINION AND PROVINCIAL CLASSIFICATION

	Partially Employable (Of doubtful employability)				Fully Unemployable			Total
	Heads of families	Indivi- dual cases	Depend- ents pre- vi- ously employed	Total	Heads of families	Indivi- dual cases	Total	
<b>DETAIL BY PROVINCES</b>								
<i>Saskatchewan</i>								
Cities over 25,000.....	652	344	52	1,048	425	331	756	1,804
Cities of 10,000 to 25,000.....	223	79	6	308	104	57	161	469
Towns of 1,000 to 10,000.....	455	138	50	643	198	57	255	898
Rest of Province.....	1,109	409	83	1,601	395	202	597	2,198
Total for Province.....	2,439	970	191	3,600	1,122	647	1,769	5,369
<i>Alberta</i>								
Cities over 25,000.....	694	988	63	1,745	126	461	587	2,332
Cities of 10,000 to 25,000.....	61	25	5	91	12	6	18	109
Towns of 1,000 to 10,000.....	75	17	13	105	11	2	13	118
Rest of Province.....	532	223	36	791	121	83	204	995
Total for Province.....	1,362	1,253	117	2,732	270	662	822	3,554
<i>British Columbia</i>								
Cities over 25,000.....	1,432	2,291	58	3,781	512	1,622	2,134	5,915
Cities of 10,000 to 25,000.....	41	55	10	106	13	23	36	142
Towns of 1,000 to 10,000.....	320	245	26	591	192	157	349	940
Rest of Province.....	647	687	38	1,372	323	460	783	2,155
Total for Province.....	2,440	3,278	132	5,850	1,040	2,262	3,302	9,152

## XVIII

TABLE B-II—NON-WORKER DEPENDENTS OF HEADS OF FAMILIES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Dependents of Farm Resident Operators who receive Agricultural Aid)

MONTH OF MARCH 1937

DOMINION AND PROVINCIAL CLASSIFICATION

—	Wives	Children under 16 years	Dependents other than wives, of non-worker type, over 16 years	Total
<b>DOMINION SUMMARY</b>				
Cities over 25,000.....	91,605	206,747	11,673	310,025
Cities of 10,000 to 25,000.....	13,405	32,734	2,241	48,380
Towns of 1,000 to 10,000.....	28,258	69,125	3,373	100,756
Rest of Provinces.....	25,652	72,294	3,295	101,241
<b>Total.....</b>	<b>158,920</b>	<b>380,900</b>	<b>20,582</b>	<b>560,402</b>
<b>DETAIL BY PROVINCES</b>				
<i>Prince Edward Island:</i>				
Cities over 25,000.....	227	612	51	890
Cities of 10,000 to 25,000.....	333	1,252	40	1,625
Towns of 1,000 to 10,000.....	560	1,864	91	2,515
<b>Total.....</b>				
<i>Nova Scotia:</i>				
Cities over 25,000.....	1,225	3,300	130	4,655
Cities of 10,000 to 25,000.....	286	695	49	1,030
Towns of 1,000 to 10,000.....	1,173	2,862	186	4,221
Rest of Province.....				
<b>Total.....</b>	<b>2,684</b>	<b>6,857</b>	<b>365</b>	<b>9,906</b>
<i>New Brunswick:</i>				
Cities over 25,000.....	847	2,233	114	3,194
Cities of 10,000 to 25,000.....	176	644	35	855
Towns of 1,000 to 10,000.....	195	487	49	731
Rest of Province.....				
<b>Total.....</b>	<b>1,218</b>	<b>3,364</b>	<b>198</b>	<b>4,780</b>
<i>Quebec:</i>				
Cities over 25,000.....	36,916	96,044	4,709	137,669
Cities of 10,000 to 25,000.....	3,562	9,824	557	13,943
Towns of 1,000 to 10,000.....	4,702	15,030	477	20,209
Rest of Province.....	5,532	18,719	1,147	25,398
<b>Total.....</b>	<b>50,712</b>	<b>139,617</b>	<b>6,890</b>	<b>197,219</b>
<i>Ontario:</i>				
Cities over 25,000.....	29,367	62,319	1,951	93,637
Cities of 10,000 to 25,000.....	6,134	14,619	959	21,712
Towns of 1,000 to 10,000.....	16,472	38,552	1,756	56,780
Rest of Province.....	6,024	17,516	573	24,113
<b>Total.....</b>	<b>57,997</b>	<b>133,006</b>	<b>5,239</b>	<b>196,242</b>

## XIX

TABLE B-II—NON-WORKER DEPENDENTS OF HEADS OF FAMILIES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED—*Conc.*

(Exclusive of Dependents of Farm Resident Operators who receive Agricultural Aid)

MONTH OF MARCH 1937

DOMINION AND PROVINCIAL CLASSIFICATION

—	Wives	Children under 16 years	Dependents other than wives, of non-worker type, over 16 years	Total
DETAIL BY PROVINCES				
<i>Manitoba:</i>				
Cities over 25,000.....	7,213	12,626	2,031	21,870
Cities of 10,000 to 25,000.....	1,204	2,764	244	4,212
Towns of 1,000 to 10,000.....	1,108	2,548	153	3,809
Rest of Province.....	4,548	12,228	387	17,163
Total.....	14,073	30,166	2,815	47,054
<i>Saskatchewan:</i>				
Cities over 25,000.....	3,362	7,807	833	12,002
Cities of 10,000 to 25,000.....	919	1,870	231	3,020
Towns of 1,000 to 10,000.....	1,817	4,513	341	6,671
Rest of Province.....	3,552	9,230	500	13,282
Total.....	9,650	23,420	1,905	34,975
<i>Alberta:</i>				
Cities over 25,000.....	5,279	10,339	927	16,545
Cities of 10,000 to 25,000.....	631	1,163	63	1,857
Towns of 1,000 to 10,000.....	504	1,292	98	1,894
Rest of Province.....	2,331	6,501	291	9,123
Total.....	8,745	19,295	1,379	29,419
<i>British Columbia:</i>				
Cities over 25,000.....	7,396	12,079	978	20,345
Cities of 10,000 to 25,000.....	266	543	52	861
Towns of 1,000 to 10,000.....	2,287	3,841	313	6,441
Rest of Province.....	3,332	6,848	357	10,357
Total.....	13,281	23,311	1,700	38,292



## SECTION C

### **Relating to Farm Resident Operators and their Dependents in Receipt of Agricultural Aid**

Persons who habitually work at wages for operating farmers, and persons who previously operated farms and have abandoned that occupation are *not* included.

Such classes are covered in Section A, if reported fully employable, and in Section B, if reported only partially employable or fully unemployable.

TABLE C-I—FARM RESIDENT OPERATORS AND THEIR DEPENDENTS (BOTH SEXES) IN RECEIPT OF AGRICULTURAL AID FOR SUBSISTENCE TO WHICH THE DOMINION CONTRIBUTED

MONTH OF MARCH 1937

DOMINION AND PROVINCIAL CLASSIFICATION BY DOMESTIC STATUS

Province	Heads of families	Individual cases	Dependents of Heads of families		Total persons
			Wives	Others	
Prince Edward Island.....	83	5	64	370	522
Nova Scotia.....					
New Brunswick.....					
Quebec.....	7,618	481	7,242	35,963	51,304
Ontario.....	4,906	946	4,592	17,177	27,621
Manitoba.....	4,719	355	4,456	14,640	24,170
Saskatchewan.....	35,218	4,991	32,611	108,735	181,555
Alberta.....	6,604	941	6,151	21,653	35,349
British Columbia.....	2,195	507	2,068	5,468	10,238
Dominion Total.....	61,343	8,226	57,184	204,006	330,759

## XXIII

TABLE C-II—FARM RESIDENT OPERATORS AND THEIR DEPENDENTS (BOTH SEXES) IN RECEIPT OF AGRICULTURAL AID FOR SUBSISTENCE TO WHICH THE DOMINION CONTRIBUTED

MONTH OF MARCH 1937

SEPARATION FOR PRAIRIE PROVINCES ON BASIS OF DROUGHT AND NON-DROUGHT DISTRICTS

Province	Number of persons on Agricultural Aid	Percentage of Provincial Agricultural Aid Total
<i>Manitoba:</i>		
In drought districts.....	11,833	49.0
In non-drought districts.....	12,337	51.0
Total.....	24,170	100
<i>Saskatchewan:</i>		
In drought districts.....	134,610	74.1
In non-drought districts.....	46,945	25.9
Total.....	181,555	100
<i>Alberta:</i>		
In drought districts.....	15,800	44.7
In non-drought districts.....	19,549	55.3
Total.....	35,349	100
<i>Three Provinces Combined:</i>		
In drought districts.....	162,243	67.3
In non-drought districts.....	78,831	32.7
Total.....	241,074	100



## SECTION D

### Recapitulation of all Persons included in Sections A, B and C in Receipt of Material Aid

1. Dominion summary and by Provinces.
2. Comparative statement for cities over 10,000 population.

TABLE D-I—RECAPITULATION OF ALL PERSONS AND THEIR DEPENDENTS  
IN RECEIPT OF MATERIAL OR AGRICULTURAL AID TO WHICH  
THE DOMINION CONTRIBUTED

MONTH OF MARCH 1937

DOMINION AND PROVINCIAL CLASSIFICATION

	No. of employable persons (from Table A-1)	No. of partially employable and fully unemployable (from Table B-1)	No. of non-worker type dependents (from Table B-11)	Total no. in receipt of Aid (exclusive of Agricultural) to which the Dominion contributed (Tables A-1, B-1 and B-11)	Total of farm resident operators and their dependents (from Table C-1)	Grand total of all persons in receipt of Aid to which the Dominion contributed (Table A-1, B-1, B-11 and C-1)
<b>DOMINION SUMMARY</b>						
Cities over 25,000.....	168,627	28,014	310,025	506,666		
Cities of 10,000 to 25,000.....	18,947	5,885	48,380	73,212		
Towns of 1,000 to 10,000.....	38,195	11,237	100,756	150,188		
Rest of Provinces.....	33,711	13,125	101,241	148,077		
<b>Total for Dominion...</b>	<b>259,480</b>	<b>58,261</b>	<b>560,402</b>	<b>878,143</b>	<b>330,759</b>	<b>1,208,902</b>
<b>DETAILS BY PROVINCES</b>						
<i>Prince Edward Island:</i>						
Cities over 25,000.....	183	297	890	1,370		
Cities of 10,000 to 25,000.....						
Towns of 1,000 to 10,000.....	416	271	1,625	2,312		
<b>Total for Province...</b>	<b>599</b>	<b>568</b>	<b>2,515</b>	<b>3,682</b>	<b>522</b>	<b>4,204</b>
<i>Nova Scotia:</i>						
Cities over 25,000.....	2,192	123	4,655	6,970		
Cities of 10,000 to 25,000.....	528	35	1,030	1,593		
Towns of 1,000 to 10,000.....	2,127	292	4,221	6,640		
<b>Total for Province...</b>	<b>4,847</b>	<b>450</b>	<b>9,906</b>	<b>15,203</b>		<b>15,203</b>
<i>New Brunswick:</i>						
Cities over 25,000.....	1,192	291	3,194	4,677		
Cities of 10,000 to 25,000.....	277	78	855	1,210		
Towns of 1,000 to 10,000.....	337	35	731	1,103		
<b>Total for Province...</b>	<b>1,806</b>	<b>404</b>	<b>4,780</b>	<b>6,990</b>		<b>6,990</b>
<i>Quebec:</i>						
Cities over 25,000.....	71,218	5,902	137,669	214,789		
Cities of 10,000 to 25,000.....	5,577	1,179	13,943	20,699		
Towns of 1,000 to 10,000.....	7,490	1,405	20,209	29,104		
Rest of Province.....	8,357	2,439	25,398	36,194		
<b>Total for Province...</b>	<b>92,642</b>	<b>10,925</b>	<b>197,219</b>	<b>300,786</b>	<b>51,304</b>	<b>352,090</b>
<i>Ontario:</i>						
Cities over 25,000.....	50,767	8,953	93,637	153,357		
Cities of 10,000 to 25,000.....	7,921	3,312	21,712	32,945		
Towns of 1,000 to 10,000.....	20,187	7,301	56,780	84,268		
Rest of Province.....	6,339	3,693	24,113	34,145		
<b>Total for Province...</b>	<b>85,214</b>	<b>23,259</b>	<b>196,242</b>	<b>304,715</b>	<b>27,621</b>	<b>332,336</b>

## XXVII

TABLE D-I—RECAPITULATION OF ALL PERSONS AND THEIR DEPENDENTS  
IN RECEIPT OF MATERIAL OR AGRICULTURAL AID TO WHICH  
THE DOMINION CONTRIBUTED—*Conc.*

MONTH OF MARCH 1937

DOMINION AND PROVINCIAL CLASSIFICATION—*Concluded*

	No. of employable persons (from Table A-1)	No. of partially employable and fully unemployable (from Table B-1)	No. of non-worker type dependents (from Table B-11)	Total no. in receipt of Aid (exclusive of Agricultural) to which the Dominion contributed (Tables A-1, B-1 and B-11)	Total of farm resident operators and their dependents (from Table C-1)	Grand total of all persons in receipt of Aid to which the Dominion contributed (Table A-1, B-1, B-11, and C-1)
<b>DETAILS BY PROVINCES</b>						
<i>Manitoba:</i>						
Cities over 25,000.....	11,716	2,694	21,870	36,280		
Cities of 10,000 to 25,000..	1,735	264	4,212	6,211		
Towns of 1,000 to 10,000...	1,416	248	3,809	5,473		
Rest of Province.....	6,111	1,374	17,163	24,648		
<b>Total for Province....</b>	<b>20,978</b>	<b>4,580</b>	<b>47,054</b>	<b>72,612</b>	<b>24,170</b>	<b>96,782</b>
<i>Saskatchewan:</i>						
Cities over 25,000.....	4,324	1,804	12,002	18,130		
Cities of 10,000 to 25,000..	1,255	469	3,020	4,744		
Towns of 1,000 to 10,000...	2,197	898	6,671	9,766		
Rest of Province.....	4,113	2,198	13,282	19,593		
<b>Total for Province....</b>	<b>11,889</b>	<b>5,369</b>	<b>34,975</b>	<b>52,233</b>	<b>181,555</b>	<b>233,788</b>
<i>Alberta:</i>						
Cities over 25,000.....	11,985	2,332	16,545	30,862		
Cities of 10,000 to 25,000..	949	109	1,857	2,915		
Towns of 1,000 to 10,000...	758	118	1,894	2,770		
Rest of Province.....	2,943	995	9,123	13,061		
<b>Total for Province....</b>	<b>16,635</b>	<b>3,554</b>	<b>29,419</b>	<b>49,608</b>	<b>35,349</b>	<b>84,957</b>
<i>British Columbia:</i>						
Cities over 25,000.....	15,233	5,915	20,453	41,601		
Cities of 10,000 to 25,000..	522	142	861	1,525		
Towns of 1,000 to 10,000...	3,683	940	6,441	11,064		
Rest of Province.....	5,432	2,155	10,537	18,124		
<b>Total for Province....</b>	<b>24,870</b>	<b>9,152</b>	<b>38,292</b>	<b>72,314</b>	<b>10,238</b>	<b>82,552</b>

NOTE: (1) 16,234 Dependents reported "at work" are uniformly excluded throughout these statistics.  
 (2) Fully Employable Individual Persons, together with Fully Employable Family Heads and their dependents, account for 720,039 of the total shown in the Fourth Column of this Table.

## XXVIII

TABLE D-11—NUMBERS OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED  
MONTH OF MARCH 1937  
IN CITIES OF OVER 10,000 POPULATION

City	Sept., 1936	Oct., 1936	Nov., 1936	Dec., 1936	Jan., 1937	Feb., 1937	Mar., 1937
<i>Prince Edward Island</i>							
Charlottetown.....	115	129	155	774	1,314	1,314	1,370
<i>Nova Scotia</i>							
Glace Bay.....	758	765	742	807	818	857	846
Halifax.....	6,651	6,967	7,390	7,894	7,292	7,165	6,970
Sydney.....	615	686	642	686	723	769	747
<i>New Brunswick</i>							
Moncton.....	.....	.....	.....	.....	1,081	1,199	1,210
Saint John.....	.....	.....	.....	.....	4,814	4,874	4,677
<i>Quebec</i>							
Chicoutimi.....	6,874	6,701	6,727	6,777	7,154	7,227	7,227
Granby.....	495	464	498	552	589	621	589
Hull.....	5,008	4,929	5,318	5,455	5,499	5,476	5,027
Joliette.....	1,213	1,451	1,092	958	854	865	1,572
Lachine.....	4,548	4,461	4,638	4,650	4,919	4,880	5,404
Montreal.....	158,325	159,638	155,134	166,104	173,713	175,280	171,615
Quebec.....	18,036	18,105	17,740	17,638	15,148	18,355	19,483
St. Hyacinthe.....	160	234	84	.....	506	530	606
St. Jean.....	1,136	1,134	1,131	1,018	1,045	1,079	1,051
Shawinigan Falls.....	2,712	2,607	2,759	2,924	2,609	2,301	2,150
Sherbrooke.....	2,449	2,366	2,170	1,844	1,510	1,214	1,151
Sorel.....	1,373	1,648	1,691	1,786	1,870	1,737	1,677
Thetford Mines.....	797	807	838	185	192	371	537
Three Rivers.....	5,618	5,916	6,212	6,679	6,710	6,904	7,095
Valleyfield.....	562	562	657	684	747	786	786
Verdun.....	9,886	9,918	9,778	9,932	10,588	10,481	10,418
<i>Ontario</i>							
Bellevoile.....	744	696	880	1,077	1,226	1,267	1,265
Brantford.....	4,772	4,887	5,012	4,981	4,996	4,768	4,452
Chatham.....	670	571	541	715	924	1,078	1,082
Cornwall.....	591	655	643	681	719	753	714
Fort William.....	2,147	1,986	2,203	2,767	2,902	3,077	2,883
Galt.....	686	676	720	786	819	718	698
Guelph.....	2,225	2,301	2,319	2,421	2,442	2,474	2,296
Hamilton.....	16,306	16,846	17,206	17,771	18,240	17,974	17,257
Kingston.....	1,101	1,271	1,296	1,599	1,848	1,990	1,974
Kitchener.....	2,334	2,368	2,412	2,633	2,784	2,703	2,605
London.....	4,719	5,032	5,445	6,022	6,453	6,408	6,207
Niagara Falls.....	2,852	3,156	3,271	3,347	3,390	3,368	3,339
North Bay.....	865	1,132	1,455	1,762	2,012	2,041	1,947
Oshawa.....	3,447	3,681	3,724	2,976	2,485	2,514	2,385
Ottawa.....	16,883	17,335	18,187	19,138	19,903	20,094	20,148
Owen Sound.....	548	505	565	683	877	927	922
Peterborough.....	1,584	1,560	1,541	1,794	1,913	1,864	1,775
Port Arthur.....	1,113	1,087	1,228	1,497	1,758	1,993	2,015
St. Catharines.....	3,010	2,960	3,041	3,205	3,484	3,523	3,442
St. Thomas.....	766	822	987	1,069	1,204	1,267	1,217
Sarnia.....	392	419	624	858	974	1,038	968
Sault Ste. Marie.....	2,287	2,168	1,939	1,933	1,922	1,829	1,686
Stratford.....	1,135	1,137	1,299	1,551	1,658	1,644	1,627
Sudbury.....	682	588	571	740	1,193	1,309	1,292
Timmins.....	375	410	598	520	889	1,050	1,064
Toronto.....	73,853	74,956	76,576	80,602	84,024	84,219	82,026
Welland.....	544	576	616	720	761	784	794
Windsor.....	20,520	21,436	21,360	20,774	19,715	18,657	17,779
Woodstock.....	248	316	328	425	453	469	443
<i>Manitoba</i>							
Brandon.....	2,189	2,220	2,524	2,842	2,972	2,966	2,944
St. Boniface.....	2,578	2,566	2,735	2,897	3,129	3,235	3,267
Winnipeg.....	30,568	31,907	32,742	33,957	35,575	35,899	36,280

## XXIX

TABLE D-II—NUMBERS OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED—*Conc.*

MONTH OF MARCH 1937

IN CITIES OF OVER 10,000 POPULATION—*Concluded*

City	Sept., 1936	Oct., 1936	Nov., 1936	Dec., 1936	Jan., 1937	Feb., 1937	Mar., 1937
<i>Saskatchewan</i>							
Moose Jaw.....	3,694	3,926	4,151	4,567	4,673	4,756	4,744
Regina.....	9,714	9,705	9,925	10,651	11,199	11,451	11,504
Saskatoon.....	5,273	5,531	5,808	6,175	6,497	6,643	6,626
<i>Alberta</i>							
Calgary.....	12,954	14,478	15,428	15,966	16,414	16,480	16,563
Edmonton.....	11,208	11,849	12,361	12,987	15,392	14,039	14,299
Lethbridge.....	1,717	1,612	1,548	1,643	1,903	2,076	2,128
Medicine Hat.....	472	442	562	674	772	826	787
<i>British Columbia</i>							
Burnaby.....	4,651	4,623	4,671	4,733	4,840	5,048	5,120
New Westminster.....	1,312	1,233	1,348	1,374	1,458	1,565	1,525
Vancouver.....	27,854	29,492	31,259	32,457	32,732	33,418	33,284
Victoria.....	2,732	2,833	2,955	3,070	3,187	3,292	3,197









